

Appendix A: Methodology Used to Develop the General Counterdrug Intelligence Plan

In 1997, the Departments of Defense, Justice, State, Transportation, and Treasury; the Central Intelligence Agency (CIA); and the Office of National Drug Control Policy (ONDCP) collaborated to begin an interagency review of the counterdrug intelligence architecture, for example, the roles, missions, and interagency relationships of the departments and agencies with counterdrug intelligence programs and responsibilities. The review was made in four phases:

Phase 1

In July 1997, a sub-Cabinet-level Interagency Committee initiated the Phase 1 inventory of organizations involved in the counterdrug intelligence architecture, their general functions and capabilities, and their interrelationships. The Phase 1 inventory, compiled under the auspices of ONDCP, was used in the Phase 2 evaluative review.

Phase 2

In September 1997, the participating departments provided representatives to a review team to evaluate and make recommendations to improve the counterdrug intelligence architecture. In December 1997, the Director of ONDCP, the Attorney General, the Secretary of the Treasury, and the Director of Central Intelligence (DCI) designated the 12-person review team as the White House Task Force on the Coordination of Counterdrug Intelligence Centers and Activities. The Task Force Review primarily focused on the drug-related information-sharing and intelligence components of the:

- **National-level centers with counterdrug intelligence responsibilities**, specifically, the:
 - National Drug Intelligence Center (NDIC)
 - El Paso Intelligence Center (EPIC)
 - Financial Crimes Enforcement Network
 - DCI Crime and Narcotics Center
- **Major interagency counterdrug intelligence activities**, including:
 - Joint Interagency Task Force (JIATF)-East
 - JIATF-West
 - JIATF-South
 - Drug Enforcement Administration (DEA) Special Operations Division (comprising DEA, the Federal Bureau of Investigation (FBI), and U.S. Customs Service (USCS))

- **Major agency counterdrug intelligence activities**, including the counterdrug intelligence activities of the:
 - Defense Intelligence Agency
 - Drug Enforcement Administration
 - Federal Bureau of Investigation
 - National Security Agency
 - Office of Naval Intelligence
 - United States Coast Guard
 - United States Customs Service
- **Major Federally-funded task force and partnership programs**, specifically, the:
 - Organized Crime Drug Enforcement Task Force program
 - High Intensity Drug Trafficking Area (HIDTA) program
 - Regional Information Sharing System (RISS) program

The Task Force visited more than 250 elements in 10 countries, 19 states, the District of Columbia, and Puerto Rico; 15 of 20 HIDTAs; the three JIATFs and Joint Task Force Six (JTF-6); and four of six RISS Centers.

NDIC was a prime focus of the Task Force review.¹ The entire Task Force visited NDIC and EPIC to evaluate the roles of these centers in the counterdrug intelligence system and their ability to accomplish their drug analysis missions.

Phase 3

The Task Force incorporated many departmental comments into its final report of observations and recommendations. All comments were appended to the final report. On 23 July 1998, the Task Force submitted its final report to ONDCP and the Interagency Committee. The Task Force was then disbanded. The Director of ONDCP distributed the final report to the participating components to inform them about the process for preparing this Plan.

¹ The Treasury and General Government Appropriations Act of 1998 specified that the National Drug Intelligence Center (NDIC) be included in the plan to be submitted by the Director of ONDCP. In addition, conference committee report language, accompanying Section 104(e) of the 1998 Intelligence Authorization Act, stated that the Director's counterdrug intelligence architecture review:

“...should describe current and proposed efforts to structure the NDIC to effectively coordinate and consolidate strategic drug intelligence from national security and law enforcement agencies. It should also describe what steps have been taken to ensure that the relevant national security and law enforcement agencies are providing the NDIC with access to data needed to accomplish this task.”

Phase 4

Using the Task Force report as a basis, an interagency working group was established to formulate the required plan to improve coordination and eliminate unnecessary duplication among the Federal counterdrug intelligence centers and activities. The Group identified major issues from the Task Force report for interagency deliberation and resolution, and prepared the draft General Counterdrug Intelligence Plan (GCIP) for formal interagency coordination. Following interagency clearance, the GCIP was submitted to the President for approval and transmittal to Congress.